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ABSTRACT

Each of the six papers in this report lists the Department of Labor's research priorities for a specific manpower program, providing useful guidelines for researchers who desire federal funds to finance a project. These include the JOBS Program, New Careers Program, Operation Mainstream, Neighborhood Youth Corps, Concentrated Employment Program, and Work Incentive Program. Priorities are divided into three categories, ranging from immediate needs to long run issues. [Not available in hard copy due to marginal legibility of original document.] (BH)

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I. Research Issues and Priorities in the JOBS PROGRAM

The Job Opportunities in the Business Sector (JOBS) Program is an expanded effort to get private industry to employ and train the hard-core unemployed in the nation's fifty largest cities. Leadership for the program is provided by the recently formed National Alliance of Businessmen (NAB). Under the JOBS Program a Department of Labor contract can reimburse private employers for the extra costs of the added services and training required by the hard-core unemployed. The funds will come from the MDTA-OJT program and programs authorized by the Economic Opportunity Act. The JOBS Program is essentially an elaboration of recent smaller-scale national OJT contracts which provided funding for a wide range of supportive services and intensive training required to make it feasible for employers to hire the hard-core unemployed.

The objectives of the NAB are: (1) to stimulate the awareness, involvement and commitment of the business community; (2) to secure job commitments; (3) to facilitate the actions required to put the man on the job and keep him there; (4) to advise and assist the government in shaping programs to the needs. The targets of the NAB program are to place a minimum of 100,000 hard-core unemployed in permanent jobs by June, 1969, and 500,000 by June, 1971.

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RESEARCH PRIORITIES

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Critical issues requiring immediate and/or continuing attention

Priority B

Important issues to which attention should be given as soon as possible

Priority C

Long-range issues requiring broad, exploratory study

At the National level and in the fifty cities, the effort will be organized around three key executives: an overall director and a manager of job procurement and placement, both provided by private industry, and a manager of recruiting and government programs (NAB Manpower Coordinator), provided by the Department of Labor. The manager of job procurement and placement will obtain commitments from area businessmen to hire and train the recruit. The Department of Labor person will be the focal point for utilizing the resources of the community to recruit hard-core unemployed and marshal the services they need to become employable. The Department of Labor member of the three-man team will also provide the contact point for employers who contract with the Department for a JOBS program. Where there is a JOBS contract, the Employment Service and CEP, where operational, will generally provide recruitment, supportive services and referral. The CEP or Employment Service will certify that the person to be hired and trained under a Department of Labor contract is hard-core unemployed.

The overall JOBS Program is not all Federally-supported. In some instances the employer will absorb the cost of providing the services and training needed or such services will be provided through programs already operating in the community, such as the ES-HRD Program and the CEP. Therefore, not all the employers participating in the NAB program will require Department of Labor contract support.

ISSUE 1: CHARACTERISTICS OF HARD-CORE UNEMPLOYED AND JOBS EMPLOYERS

1. An identification of selected characteristics that employee/trainees possess which determines training success in the JOBS program.

This research is designed to identify trainee attitudes toward work, prior work history, individual motivation toward work, and related characteristics that predict success or failure in the training program and later placement in a regular job.

2. A study of factors that determine appropriate training schedules and identify needed supportive services in the JOBS program.

The focus of this research is to establish guidelines for selecting one of several alternative training programs or training techniques within a selected program that meets the capability of the employee/trainee and at the same time reveals the supportive service needed if the employee/trainee is not fully qualified.

3. A study of employer/contractors and their organizational lines useful in rural JOBS programs.

The purpose of this study is to examine the structure of work in rural areas to determine if agribusiness employment could be developed in isolated areas and the extent of incentive needed to induce employers to undertake such activities. Recommendations will be made as to the types of business activities that are most appropriate to rural areas.

ISSUE 2: THE NATURE OF EMPLOYMENT IN THE JOBS PROGRAM

1. A study of training programs used by JOBS employer/contractors to orient and train new workers.

This research will probe the question of whether isolated or mixed training should be provided new workers who are minority group members in order to overcome initial rejection by the regular work force. Samples of each training type and a control of regular workers will be compared to determine the differences obtained in ability to assimilate into the labor force, as well as effectiveness of training

2. An exploration of job engineering in firms participating in the JOBS program.

This inquiry will examine the extent of job engineering necessary to accomodate employee/trainees in the plant or firm after the training period, and its applicability to all plant personnel as an avenue to ascending mobility.

3. A study of the training practices in multifirm JOBS contract operation.

This research is designed to determine the benefit derived by consortium contract operation as compared with single firm contract in the JOBS program. It will consider such variables as job training rotation among firms and exchange of trainees for job progression in seeking the optimum gain in trainee motivation. Matched samples in the two contract types will be studied.

ISSUE 3: JOBS PROGRAM COMPONENTS

1. An examination of employer/contractor (inplant) personnel services to improve employee/trainee employability and the services used by employer/contractors who subcontract for services outside the plant.

This inquiry is intended to identify the methods used and compare the effectiveness of employer-provided support services such as various job coaching systems, basic and remedial education provided by a variety of techniques, health, day care, and transportation services for workers, as contrasted with employer/contractors who obtain these services through ES, CEP, or Neighborhood Services Centers. Trainee satisfaction and relatedness to training outcomes will be determined.

2. A test of work training systems and their effect on training new employees referred by CEP.

This investigation will look into the way new workers are integrated into the regular line of supervisor-worker and worker-worker relationship. It will compare patterns of behavior resulting from simulated work experience at skill centers, bonus pay for on-line training, and other incentives (time off, additional fringe benefits, merit increases in salary) to find out how to reduce antagonism in regular employees and rejection in trainees.

3. Results of trainee skill level attained by a job rotation training system compared with training for specific employment.

This research will determine the relative advantages and disadvantages of rotating trainees in a variety of job assignments within a firm as against providing training for one job. Supervisor performance ratings and trainee job satisfaction will be used as criteria. The sequence of jobs undertaken as well as the length of time on the job assignment will be analyzed to determine if differences occur.

4. An inquiry into the performance standards required of employee/trainees in the JOBS program.

This research will examine the effects on trainee performance during and after training resulting from changing pay levels during training for present standards of learning and performance. Other incentives to be tested include a system of splitting the training stipend into two parts, one half payable when earned and the other half banked for future collection after training or withdrawal from the program; if regularly employed after training, the banked portion will include a government matched bonus.

5. Sensitivity training for supervisors and workers associated with the JOBS program.

This research will compare the various methods of orienting regular employees of private firms to the task of teaching and working with JOBS trainees. "T" Group training, individual counseling, field trips, and selected films should be among the variables used to measure attitude and behavior change in worker-trainee relationships.

II. Research Issues and Priorities in the

NEW CAREERS PROGRAM

This program authorizes agreements with any State or local agency or private organization to pay all or part of the costs of adult work-training programs for unemployed, low-income persons involving activities designed to improve the physical, social, economic, or cultural conditions of the community, in fields including but not limited to health, education, welfare, neighborhood redevelopment, and public safety. Projects must: (1) assist in the development of entry-level employment opportunities; (2) provide maximum prospects for advancement and continued employment without Federal assistance; and (3) be combined with the necessary education, training, counseling, and transportation assistance, and such other supportive services as may be needed. A major objective is to facilitate the design and creation of new career jobs in public services either in the civil service or in private nonprofit agencies as support or subprofessional personnel.

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Critical issues requiring immediate and/or continuing attention

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Priority C

Long-range issues requiring broad, exploratory study

Issue 1 JOB RESTRUCTURING AND CAREER DEVELOPMENT IMPEDIMENTS

1. A study of the obstacles to job restructuring for employing the hard core in sub-professional jobs.

It is planned to determine the technical, social, psychological, and economic resistances to job restructuring among employers, employees, trade and professional organizations, and related institutions, and to recommend techniques for overcoming such resistances.

2. A study of the effects on the productivity or efficiency of professional workers following job restructuring for a new careers program.

This study will investigate the hypothesis that the productivity and effectiveness of professional employees increases when a firm's occupcational structure is realined to permit the entry of new careerists. Comparisons will be made of relative costs, productivity, and quality of service before and after restructuring.

3. A study of the role of trade unions in the introduction of new carecrs programs.

Both positive and negative activities will be investigated as well as the relative successes and failures. Reasons for successes and failures will be investigated and recommendations made for stimulating additional activities.

4. A study of the problems created for employers and employees by the introduction of new careers programs.

This study will investigate the personnel, production, technical, and related problems faced by employers implementing a new careers program, and the social attitudinal, occupational, and related problems faced by new careerists. Techniques for overcoming those problems will be examined.

5. A study of the effects of new careers programs on the firms' wage structures.

This will be a comparative study of the wage structures in both union and non-union establishments before and after the initiation of a new careers program. Consideration of the modifications to tasks performed and skills required will be made.

6. A study of the attitudes of professional workers towards supervising new careerists and the relationship of those attitudes to the new careerist's performance.

The orientation of professional employees toward supervising the performance of lesser skilled tasks by non-professionals will be determined as well as the nature of the supervisory relationship. The effects of such orientations on the performance of new carecrists will be determined. Techniques for modifying negative attitudes will be suggested.

7. A study of the effects of redesigning the job structure of an establishment on the vertical mobility of existing staff and creation of additional entry level jobs.

This study will examine the extent to which the redesign of existing job structures provide upward mobility for current staff and create additional jobs at the entry level.

8. A longitudinal study of the effects of graduated Federal support on employer participation in the new careers program.

This study would compare costs to employers of participating in the new careers program during the first year with Government support; participating during the second year with reduced support; and participating during the third year without support. Questions of productivity, quality of product, and effectiveness of service will be taken into consideration.

(cont'd) A study of the food service industry

Issue 2 LICENSING AND CREDENTIALING

1. A study of the activities of educational and professional institutions with respect to revising licensing and credentialing requirements and procedures.

This study would survey the educational and professional institutions to determine what they are doing with respect to reviewing and/or modifying licensing and credentialing requirements and procedures. It would also determine whether such changes have been put into practice, and to make recommendations indicating what can be done to convince such organizations of the desirability of reviewing and/or modifying their standards.

✓ 2. A study of the relevance of educational components of new careers programs.

This study will determine how realistic are the educational components of new careers programs in terms of preparing enrollees for the jobs to be performed and the pertinent career ladders involved.

✓ 3. A study of the techniques used to develop educational components for new careers programs.

This study will address itself to the problem of developing educational components that are more directly related to the job situations in which new careerists are placed.

✓ 4. A study to develop a model, non-university curriculum for training new careers enrollees.

This study could be developed jointly with HEW also for possible joint funding.

✓ 5. An exploratory study of the techniques and methods that will allow for continuing education of new careers enrollees. The extent to which worker and agency should contribute time and training costs will be considered.

This study will explore various methods that will allow for continuing education. To what extent should worker and agency contribute time and training costs. To what extent should training be given (a) on the job; (b) off the job in the agency; and (c) off the job in an educational facility? How can training time best be coordinated with work operations?

6. A study of the geographical occupational mobility of new careerists after training.

This study will probe the question of how mobile new careerists are after licensing. Can they move from ghetto to non-ghetto institutions, etc? If they are not mobile to any great degree, how can such mobility be encouraged and improved.

Issue 3 IMPROVING THE QUALITY OF SERVICE AND EFFECTIVE USE OF MANPOWER

1. A study of the meaningfulness of and satisfaction received from careers generated under the new careers program.

This study will determine the extent to which jobs being generated under the new careers program, provide useful and satisfying careers. The extent to which enrollees are being trained for narrow specialities having little or no transferability to other areas, also will be examined.

2. A study of the relationship of type of job to male participation in the new careers program.

This study is designed to determine the types of jobs that should be included in the new careers program in order to attract a greater proportion of males.

3. A follow-up study of basic expectancies of enrollees' behavior after leaving the program.

This study will follow up trainees who have left the new careers program because they have dropped out or completed training, to determine what the basic expectancies are and whether such expectancies can be predicted during the initial stages of the program. Recommendations for improving the program should result from such a follow up.

4. A comparative study of program results based on "creaming" as against enrolling participants on a non-selective basis.

This study is intended to determine the differences, if any, and the relative successes or failures of programs in which enrollees were "creamed" as against programs in which the hard-core unemployed were enrolled on a non-selective basis.

5. A study of the occupational mobility of new careerists.

This study will investigate the circumstances under which persons move horizontally, vertically, diagonally in the job market, and the specific point or event in time at which such movements are likely to take place. Information obtained during this investigation should provide insight into the problem of how career choices can be made more rationally, and mid-career shifts less painful.

6. A study of dropouts from the new careers program.

It is intended that this study will examine the factors associated with high drop-out rates in the new careers program, and to suggest the improvements needed in the areas of counseling, supervisory attitudes, employer work situations, etc., to reduce the high incidence of dropouts.

✓6. A study of the role of counselors and job developers with respect to job restructuring under the new careers program.

This study will examine the extent to which counselors and job developers should become involved with employers in connection with job restructuring activities. What skills are required to conduct job restructuring studies?

7. New job analysis techniques for job restructuring

Issue 4 ADMINISTRATIVE AND OPERATIONAL PROBLEMS

1. A study of techniques for integrating the new careers concept into the private sector.

This study will investigate the various techniques and options available for integrating the new careers concept into the private sector, and recommending ways in which such integration can be stimulated particularly in areas of new and expanding technology.

2. A study to expand job opportunities for new careerists in the Federal establishment.

This study will examine the current status of the new careers program within Federal establishment, and suggest ways in which the Federal involvement can be expanded. Is the Employee Development Personnel Office the best channel for Federal implementation? What is the best mechanism for overcoming rigidity of Civil Service requirements? Is it feasible to exempt new jobs from selective testing, can current eligibility requirements be relaxed, and can new careers certificates be substituted for educational requirements?

3. A study of the various groups that can be served by the new careers program.

Because some uncertainty exists as to whether current new careers enrollees are the people for whom the program is intended or to whom it would be most beneficial, should the program be limited to the hard-core unemployed, or to those disadvantaged persons with greater occupational potential? Is a combination of the two groups more advantageous than either one alone?

4. A study of job opportunities in the human services field as related to the new careers program.

This study will determine the potential increase in job opportunities that could result from a broadening of the concept of human services over the present definition. Recommendations will be made as to the specific areas that should be included, as well as the specific types of jobs.

5. A skill study of the jobs of counselor and job developer in the new careers program.

Is special expertise required for counselors and job developers to be effective and to assure successful placement? If so, what combination or groups of skills is most effective? How can this be translated into meaningful terms for the recruitment of counselors and job developers?

III. Research Issues and Priorities in the

OPERATION MAINSTREAM PROGRAM

This program authorizes projects which (1) involve activities directed to the needs of the chronically unemployed poor who have poor employment prospects and are unable because of age, lack of employment opportunity, or otherwise, to secure employment or training assistance under other programs; (2) in addition to other services provided, will enable such persons to participate in projects for the betterment or beautification of the community, including the management, conservation, or development of natural resources, recreational areas, Federal, State, and local government parks, highways, and other lands; and (3) are conducted in accordance with standards adequate to assure application of these policies under the act designed for the protection of employed workers and for maintenance of basic rates of pay and other conditions of employment.

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Priority C

Long-range issues requiring broad, exploratory study

ISSUE 1: EASING THE TRANSITION BETWEEN RURAL AND URBAN AREAS

1. A study of the characteristics of successful and unsuccessful rural-to-urban work adjustments.

This study will determine and compare the characteristics of successful as against unsuccessful programs involving rural to urban work adjustments. Recommendations for program changes will be made to facilitate such adjustment problems.

2. A study of the role of Operation Mainstream in urban activities.

This study will address itself to the problem of whether Operation Mainstream should be expanded to include a larger role in urban activities. It will also answer the question of what work activities would provide a meaningful role for Mainstream enrollees in an urban environment.

3. An investigation of the potential of Operation Mainstream for redirecting the flow of rural migrants away from congested cities.

This study will question whether Mainstream should be strengthened to help redirect the flow of rural migrants away from congested cities in the north and into smaller municipalities, or to a continued residence in the communities of their origin. The economic, social, technical, and psychological aspects of the problem will be considered.

ISSUE 2: PROVIDING ASSISTANCE TO RURAL AREAS

Priority A

1. A study of the educational needs of adults in rural areas.

This study will determine what are the educational needs of adults in rural areas, and provide the basis for restructuring the Operation Mainstream program to meet those needs.

2. A study of the consumer education needs of adults in rural areas.

This study will survey the needs of adults in rural areas for consumer education programs, and determine how Operation Mainstream should be revised to meet those needs. The need for information regarding social security, insurance, medicaid, and related programs will be considered.

3. A study of the implications for Operation Mainstream of individual differences in learning among adults.

What are the program implications of a reduction in the learning curve among adults for Operation Mainstream, and particularly for the education component? What are the various training alternatives and which are the most effective?

4. A study of the distribution of anti-poverty efforts between rural and urban areas.

This study will investigate the question of whether anti-poverty efforts are properly distributed between rural and urban areas. What supportive services do rural areas require that they are not presently receiving? What will be the relative costs and what is the most effective methods of providing such services?

5. A study of the counseling techniques applicable to rural programs.

This study will survey the various counseling techniques applicable to rural programs, and determine the relative effectiveness of each. The feasibility of developing a counseling handbook for rural areas also will be considered.

ISSUE 3: EMPLOYER OF LAST RESORT

1. A study of the implications involved in the establishment of the Federal Government as an employer of last resort.

This study will examine the social, economic, technical, and individual arguments favoring and rejecting the establishment of the Federal Government as an employer of last resort. The attitudes of industry and the community will be investigated. Recommendations for implementing such a program will be made.

ISSUE 4: RETIREMENT

1. A study of the transition from full-time work to retirement for low-income wage earners.

This study will compare the personal adjustments of those voluntarily retired, unemployed, those retired against their wishes, and those who have returned to the labor market. Recommendations will be made for easing the hardships involved in making the transition from full-time work to retirement. Implications of the results for the Operation Mainstream program will be considered.

ISSUE 5: ADMINISTRATIVE AND OPERATIONAL PROBLEMS

1. Should Operation Mainstream be restructured to focus on the older age group?

Because the great majority of enrollees in Operation Mainstream are older workers, this study will investigate the question of whether the program should be restructured to focus on that particular age group or compete with other manpower programs - particularly in urban areas - for younger persons.

2. A study to improve the job opportunities in Operation Mainstream and to provide year round meaningful employment.

Mainstreams' maximum enrollment comes during the summer months. This study will investigate the question of whether more year-round jobs can be developed, the specific types of jobs that can be created, and whether this would be desirable in rural areas where farming or part-time farming may be an issue.

3. A study of the purpose and function of Operation Mainstream

Two apparently conflicting concepts seem to have been applied to Operation Mainstream; one is the "employer of last resort" concept, and the other to prepare enrollees for jobs in the private sector. This study will investigate both concepts and their applicability to the program. Recommendations as to the basic structure of both concepts will be made.

ISSUE 6: CREATING EMPLOYMENT OPPORTUNITIES FOR ADULTS

1. A study of the potential for creating new jobs in rural areas.

Because a large proportion of older workers are still found in rural areas, this study will investigate whether new jobs are or can be created for them by existing firms. The types and numbers of such jobs as well as the kinds of areas involved, also will be investigated.

2. A study of the outlook for attracting industry into rural areas.

This study will face the question of what is the realistic outlook for attracting industry into rural areas, and what are the various strategies for accomplishing such a condition? Also to be considered will be the question of how can Operation Mainstream supply the manpower to meet expanded industry needs?

3. A study of the role of the Federal Government in the development of jobs in rural areas.

This study will examine the extent and the manner in which the Federal Government through Operation Mainstream should assist in the development of jobs in rural areas having a surplus of farm workers.

4. A study to determine how to more effectively and efficiently utilize the work experiences and skills of older workers?

Many older workers retired from the labor force possessing work experiences and skills acquired over a lifetime. This study would probe the kinds of new jobs that would be needed or should be created for these types of older workers.

5. A study of patterns of job satisfaction among older workers in rural and urban areas.

This study will compare the differences in job satisfaction patterns between older workers in rural and urban areas. It will identify the various sources of job dissatisfaction, and recommend ways of utilizing these data in the Operation Mainstream program.

6. Operation Mainstream and the special problems of older workers.

This study will investigate the question of whether Operation Mainstream should be restructured to meet the special problems of various types of older workers, such as mature women reentering the labor force; older workers entering the labor force for the first time; older workers with physical disabilities; and older workers with mental disabilities; Recommendations for program changes will be made.

7. A study to improve the effectiveness of various program components in Operation Mainstream.

If it is assumed that traditional methods of recruiting, counseling, educating and training are not as effective with the disadvantaged as with the middle class, what would be the most effective program - for Operation Mainstream - of remedial education, recruitment, counseling, job placement, training, and job development?

8. A study of the effectiveness of Operation Mainstream in motivating enrollees to remain employed after placement.

This study will examine how effective Operation Mainstream is in motivating enrollees to remain employed after placement. Successful and unsuccessful programs will be compared and recommendations made for changes in the structure of the program.

IV. Research Issues and Priorities in the

N E I G H B O R H O O D Y O U T H C O R P S

The Neighborhood Youth Corps was created to provide useful work experience opportunities for unemployed young men and women, through participation in state and community work-training programs, so that their employability may be increased or their education resumed or continued, and so that public agencies and private non-profit organizations will be enabled to carry out programs which will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation and development of natural resources and recreation areas. Four types of programs have been developed: (1) for out-of-school youth; (2) for in-school youth; (3) for youth during the summer; and (4) for training in industry.

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Issue 1. INCREASING YOUTH EMPLOYABILITY

Priority A

1. Recruitment and holding profiles for various types of Neighborhood Youth Corps candidates.

This study will delineate those NYC candidates who have a high expectancy of remaining in the program and being successfully placed. Typical profiles of the successful and unsuccessful enrollee will be developed.

2. A study of job readiness in the Neighborhood Youth Corps.

This study will develop a standardized technique for assessing individual progress during the training period, establishing the optimum point at which trainees are ready for placement, and assist in preparing individual plans of education and training.

3. Enlisting the aid of the the business community in the Neighborhood Youth Corps.

This study will identify and describe the resistances to greater involvement in NYC on the part of the private sector - particularly the professional, high status occupations. Resistances to providing full-time, part-time, and summer employment will be explored. Recommendations for overcoming such resistances will be provided. Estimates of the relative costs of such programs as against current program costs will be made.

Priority B

4. A study of successful supervisors in the Neighborhood Youth Corps.

This study will survey the characteristics of successful as against unsuccessful supervisors and the work milieus in which they occur. Also considered will be the characteristics of the enrollees as they relate to successful and unsuccessful supervisory-enrollee relationships.

5. A study of the Neighborhood Youth Corps Counseling program.

This study will explore the types of problems (social, economic, vocational) faced by NYC enrollees leaving the program for jobs or additional training. Recommendations will be made as to the types of counseling programs that would most effectively serve the interests of the group. Suggestions will be made for implementing and administering such counseling programs.

Priority C

6. A study of length of enrollment in the Neighborhood Youth Corps.

This study will investigate the problem of determining whether an optimum enrollment period exists for different types of individuals. Means for determining when the "employment remediation" period is completed will be developed.

7. A study of the personal problems of Neighborhood Youth Corps enrollees.

This study will survey the various personal, social, economic, and related problems encountered by enrollees that result in poor attendance, poor job performance, and premature abandonment of position. Recommendations for program changes will be made to assist enrollees in overcoming such problems.

8. A synthesis of research findings related to the Neighborhood Youth Corps.

This study will synthesize existing research findings and develop program guidelines related to (a) the significant attitude and behavior characteristics of enrollees toward work and training; and (b) the relevant enrollee-supervisor interactions in effective work contexts.

Issue 2. SUPPORTIVE SERVICES

Priority A.

1. A study of placement success in terms of job level involved in the Neighborhood Youth Corps program.

This study will investigate the hypothesis that programs in which training and education are directed toward above entry level jobs have more successful records, i.e., greater numbers of placements, longer periods of employment, fewer dropouts, greater job satisfaction, more positive attitude changes, etc., than those programs directed at entry level jobs. Study findings will be interpreted in terms of their implications for program changes and recommendations for implementing such changes will be made.

Issue 3. ADMINISTRATIVE AND OPERATIONAL PROBLEMS

Priority A

1. Motivating Neighborhood Youth Corps Supervisors.

This study will explore the incentives and motivational techniques applicable to the problem of improving the performance and involvement of work supervisors. Recommendations for integrating such incentives or techniques into the program will be made.

Priority B

2. A study of youth not enrolled in the Neighborhood Youth Corps.

This study will survey the characteristics of those eligible young persons who are not enrolled in the program. The operational and institutional changes that should be made in order to reach that group will be explored.

3. A study of re-enrollment in the Neighborhood Youth Corps.

This study will test the hypothesis that a high degree of success would be achieved among terminated (discharged) enrollees who are permitted to re-enroll after a brief waiting period.

V. Research Issues and Priorities in the

C O N C E N T R A T E D E M P L O Y M E N T P R O G R A M

The Concentrated Employment Program (CEP) is designed to unify work and training resources in urban and rural areas having large concentrations or proportions of low-income, unemployed persons, and within those rural areas having substantial outmigration to urban areas, so that the resources are appropriately focused to assure that work and training opportunities are extended to the most severely disadvantaged persons who can reasonably be expected to benefit from such opportunities, and so that the resources are supported by specific commitments of cooperation from private and public employers.

The CEP provides improved coordination and delivery of manpower programs and services to unemployed and underemployed target area residents by establishing a single overall sponsor who, under contract, is responsible for developing and operating an integrated system of manpower programs. The CEP provides services, as needed, to: (1) identify and recruit enrollees for the program, (2) screen and diagnose their employment and related problems, (3) provide orientation for employment, (4) train them in the needed skills as necessary, and (5) place them in steady jobs. The overall goal of the CEP is to bring severely disadvantaged individuals to the point where they can become self-supporting and productive members of society.

VT010573

INTRODUCTION

This listing of research priorities is intended primarily as a guide for Department of Labor officials concerned with manpower issues and related research questions directed to the solution of critical problems as related to the specific manpower program. The priority categories should not be interpreted by researchers to mean the Department is more interested in one priority than another, or that only projects designed around these questions and issues will be considered. The illustrative research questions are intended to acquaint social scientists with the variety and range of manpower information sought by the Department of Labor and suggest study areas of mutual interest.

The Department of Labor provides funds for the support of research projects through contracts. Proposals for research should be prepared and submitted to the Associate Manpower Administrator, according to the guidelines set forth in the Department of Labor's publication, Manpower Research Projects.

RESEARCH PRIORITIES

Priority A

Critical issues requiring immediate and/or continuing attention

Priority B

Important issues to which attention should be given as soon as possible

Priority C

Long-range issues requiring broad, exploratory study

ISSUE: PARTICIPATION OF TARGET AREA RESIDENTS IN CEP OPERATIONS

1. A study of the roles that target area residents may play in the operation of CEPs.

This study explores the most efficient method of involving and utilizing disadvantaged citizens in the planning, operation, and evaluation of manpower projects, for example, by (1) utilizing existing groups, (2) creating specific groups, or (3) utilizing other channels of communications. It should determine not only the role to be played but also the degree of participation in order to maximize their involvement.

2. Optimizing the contribution of local policy planners who are members of CEP advisory boards.

This study is intended to uncover the type of training and assistance which should be provided to the resident poor board members of the CEP sponsor and delegate agency, and to the CEP participants, to enable them to become and serve as responsible board members. Emphasis is focused on describing the roles and the way present residents function on the board and the way they make an overall contribution to policy planning from the beginning of enrollment and sustain their involvement on a continuing basis after being regularly employed.

3. A study of CEP sponsors and delegate agencies.

This research study is designed to find out what form of employment within the CEP may be most appropriate for referrals, i.e., regular full time employment, part time or short term employment that yields maximum benefit for the participants, particularly the elderly, and the program. Recognition must be made as to the suitability of jobs for training purposes as well as those appropriate for different age levels, sex, and amount of skill needed.

ISSUE: EMPLOYABILITY OF MINORITY GROUPS

1. A study of job retention or nonretention of individuals placed in jobs through CEP training as related to job coaching.

This study aims to distinguish several personal and social characteristics of both CEP participants and job coaches to reveal the most useful assignment of coaching talent. Criteria for revealing the program benefits would be the job retention and nonretention of CEP participants during the training cycle and afterwards by placement in regular employment and noting progress at three month and six month periods.

2. A study of labor union involvement in the training of hard-core unemployed.

This research will analyze the activities of labor unions in manpower programs and reveal the approaches used in national and local operation that (1) garner member support for training programs, and (2) move graduates of the training program into regular jobs. Strategies for working with union leadership and membership will be differentiated and classified by operational problem, e.g., plant management and union official support, union worker cooperation at training site, and union admission requirements and practices.

ISSUE: INFORMATION AND COMMUNICATION IN THE CEP

1. A study of labor market information developed for CEP Program components.

The purpose of this research is to explore the utility and uncover the nature and extent of impediments to the development of labor market data including the number and characteristics of persons requiring manpower services, available job opportunities and skill requirements, labor supply in various skills, and occupational outlook and employment trends in various occupations. The applicability of such data to recruitment, counseling, education, training, placement, and job development will be considered.

ISSUE: COORDINATION OF CEP COMPONENT PROGRAMS

1. A study of the factors reducing seasonal unemployment and increasing job potential for CEP participants with special reference to the construction industry.

This investigation will examine a variety of proposed techniques for lessing traditional seasonal unemployment and increasing job opportunities. Among the proposed techniques are (1) coordinating devices such as interregional planning for construction work, (2) through manpower program planning such as CEP participant relocation phases, and (3) by Federal supplemental construction programs.

2. Development of a model Community Work and Training Program to serve a Community Program Area.

This study explores the program alternatives to implement the legislative mandate of the Economic Opportunity Act (EOA) Amendments of 1967 to consolidate authority for all the delegated work and training programs now administered by the Manpower Administration under Section 123 of the EOA. Its purpose is to design a model program that serves a community program area subsuming a CEP and relating to the Model Cities program. It reflects, in detail the role of a prime sponsor, the provision of services, and community participation.

ISSUE: OUTREACH COMPONENT

1. A study of CEP recruitment practices that attract male participants.

This investigation will determine the most efficatious techniques for enrolling eligible, unemployed males in a CEP. It will explore those techniques that successful outreach workers use to recruit various age groups and those from different areas, and compare the different technqiues according to the organizational nature of the provider, i.e., those used by the local employment service, CEP sponsor, subcontractor, or CAA, and according to several characteristics of the recruiters themselves, such as age, educational level, sex, and some measure of personality.

ISSUE: INTAKE/VOCATIONAL ASSESSMENT COMPONENT

1. A study of CEP enrollee assessment instruments used for selection of remedial procedures or assignment to work or training.

This research will identify the instruments used after enrollment to assess enrollee scholastic and/or work ability and educational achievement for personal interest, vocational guidance, and job placement. The research will further explore the adequacy of the instruments for CEP purposes and describes the psycho/educational assessment needs that are unmet with the present instruments, and propose new or modified ones to fill CEP requirements.

ISSUE: COACHING COMPONENT

1. A study of the use of the "helper-therapy" principle in CEP assistant coaching positions.

This study examines the helper-therapy principle which holds that while helping a less functioning person, the helper also improves his functioning. The research applies the principle to assistant coach position in CEP and outlines the training steps in the selection, training, and supervision of assistant coaches.

ISSUE: COACHING COMPONENT

1. A comparative study of the different forms of personal assistance provided to CEP participants.

This study will compare several different approaches used in CEPs to provide supportive services to participants, among them are the buddy system, a team approach, and referrals to outside specialists. The examination will analyze the degree of services provided, the way in which it is offered and accepted, and the respective effectiveness as measured by job performance.

2. A study of selected characteristics of job coaches that are related to increased motivation and job performance to CEP participants.

This study will reveal the personal, social, educational, and experiential characteristics of successful and unsuccessful job coaches. Through selected measures and direct observation, coaches will be identified who possess varying degrees of these characteristics. Control groups of coaches will also be selected for comparison with the experimental groups. The effect of experimental coaches on participants will be noted. Work site job performance ratings of participants by work supervisors may be used as criteria for measuring achievement motivation and performance.

3. A study of team services to CEP participants.

This study investigates the services produced by a supportive service team of counselor, counselor aide, job coach, basic education teacher, and tutor. Team combinations of different mixes of ethnic backgrounds, experience, educational levels, and other variables will be compared to determine which produces the optimum blend of these characteristics which maximize team effort and participant performance.

ISSUE: SKILL TRAINING & WORK EXPERIENCE COMPONENT

1. A study of work training experience in CEP and regular jobs in the community to identify job families and improve pre-job training efficiency.

This study will relate job training to families of occupations so that selection and placement may be broadened, and training designed for groups of jobs rather than individual jobs. The analysis producing job families will define the training that is needed for specific employment within the family and transferability to other occupations within the same family.

2. A study of reinforcement techniques and operant conditioning that influences employment behavior resulting from CEP training.

This study will describe the expected behavior in employment or training situations, the selected reinforcements needed to produce the desired behavior, and the training conditions needed to carry out the tasks or operants. This study will seek to define the conditions for various ages, sexes, economic levels, and educational backgrounds of CEP participants in real and simulated situations in training.

3. A feasibility study to examine the training potential of a program of enrolling hard-core unemployed males and non-disadvantaged employed males simultaneously and not the progress of both groups. The study will reveal whether data may be gathered concerning attitudes toward work and workers and whether skill and production of each group is changed, and in what way, for separate or integrated training groups.

ISSUE: BASIC EDUCATION COMPONENT

1. An analysis of educational goals and curriculum design for CEP basic education.

This study examines the applicability of several systems of education, e.g. Board of Fundamental Education's system, the Follett Publisher's System for Success, materials by Science Research Associates, and the educational component of the Job Corps that appear relevant for CEP basic education. The research defines achievement goals for matched participants, field tests the systems with selected CEPs, and analyzes product results.

ISSUE: JOB DEVELOPMENT COMPONENT

1. A study of job development team procedures.

This study will show the team effect on job development procedures. The team membership consists of State Employment personnel, union representation, and business managers. Experiments will be conducted to explore the development of jobs and the effect on the attitude of union and management personnel toward the disadvantaged as a result of their job development efforts.

VI. Research Issues and Priorities in the

W O R K I N C E N T I V E P R O G R A M

The Work Incentive Program (WIN) is designed to rehabilitate AFDC recipients (Aid to Families with Dependent Children) to self-supporting, productive members of society. The program will utilize all available manpower services, including those authorized under other provisions of law, under which individuals receiving aid to families with dependent children will be furnished incentives, opportunities, and the necessary services to provide for: (1) the employment of such individuals in the regular economy; (2) the training of such individuals for work in the regular economy; and (3) the participation of such individuals in Special Work Projects (employment of those in public agencies and private non-profit organizations determined unsuitable for training and for whom jobs in the regular economy cannot be found). The ultimate goal will be the restoration of families of such individuals to independence and useful roles in their communities.

BWTP Research Contracts Group
Office of Manpower Research
Manpower Administration
Priorities Established by
BWTP/WIN
September 1968

VT 010583

INTRODUCTION

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RESEARCH PRIORITIES

Priority A

Critical issues requiring immediate and/or continuing attention

Priority B

Important issues to which attention should be given as soon as possible

Priority C

Long-range issues requiring broad, exploratory study

ISSUE 1: SPECIAL WORK PROJECTS

Priority A

1. A study of jobs suitable for participants in the WIN Special Work Project component.

In an effort to expand job opportunities, this study will determine the jobs that are suitable for Special Work Project Participants, the requirements for such jobs, the skills and knowledge that must be learned, and the availability of sufficient work sites to offer trainees a reasonable and varied choice of placement.

2. Restructuring WIN Special Work Projects jobs to maximize client satisfaction.

This study will explore the effects on enrollee job satisfaction, of a variety of restructuring techniques, such as changes in hours, supervisory relationships, tasks to be performed, status symbols, nonmonetary rewards, and others. Results of such changes will be compared, and recommendations made as to how such techniques can be integrated into the program.

3. This study will examine the question of whether involvement in Special Work Projects moves participants towards self-sufficiency and/or improvement in other aspects of the individual's social and economic status.

Priority B

4. A study of clients' perceptions of Special Work Projects.

This study will examine the differences in clients receptions of Special Work Projects as against other jobs in the program to determine the effects of such differences on the socio-psychological status and well-being of the client.

5. A study of training techniques in sheltered workshops.

This study will identify the various training techniques found in sheltered workshop settings and determine whether such techniques are appropriate for Special Work Projects clients. Also considered will be the questions of whether such techniques are capable of moving clients to public or private employment, and methods of implementing and integrating such techniques into the program.

Priority C

6. A study of successful and unsuccessful WIN Special Work Projects.

This study will investigate the differences that exist and the relative successes and failures of Special Work Projects found in different types of institutions and types of establishments. The program implications of such differences will be discussed.

7. A study of cottage workshops as related to the WIN program.

The relative advantages and disadvantages of cottage-type work and the implications of such work for Special Work Projects will be investigated.

ISSUE 2: RESTORING INDIVIDUALS TO INDEPENDENCE AND STRENGTHENING THE FAMILY STRUCTURE

Priority A

1. A study of long-term welfare dependency.

This study will investigate those factors, both positive and negative, produce and prevent inter-generational and long-term dependency? How do those factors interact? In this respect, how do the results obtained under Title V compare with those under WIN? These and related questions will be investigated in this study.

2. A study of economic self-sufficiency and family stability.

This study will examine the question of whether the employment of male heads of households to become economically self-sufficient, engenders family stability. Whether this is also true for female heads of households will be considered.

3. A study of WIN participation and its relation to self concept.

This study will consider a number of questions as follows: (A) Do participants in WIN acquire a sense of dignity and self-worth, and does this have a beneficial effect on their children? (B) What is the effect of the program on the enrollees' personality during and after training? (C) Does his value system change? (D) Does his achievement motivation increase and what factors account for the change? (E) What factors decrease achievement motivation?

4. A study of long - and short - term welfare recipients.

This study will compare the differences that exist between long-term and short-term welfare recipients with respect to (1) achievement motivation; (2) perception of what constitutes achievement; (3) other perceived values, such as family ties, income, freedom from scheduling, free time, status symbols, freedom from supervision, education and financial independence; and (4) perceived social status of various occupations relative to the status of being on welfare?

5. A study of WIN participation and its effects on family relationships.

This study will probe a number of questions related to family relationships as follows:
(A) How is the WIN family affected while the head of the household is in training? (B) What is the effect on the family after he has completed training? (C) Is there a change in the children's views of the benefit system as an alternative to work? (D) Does the parent-child relationship improve? (E) Does the child's level of achievement motivation change, or perception of what constitutes achievement change? (F) Does the child's value hierarchy shift?

Priority B

6. A study of the routes by which the very poor reach self-sufficiency.

This study will determine the essential factors involved in finding and keeping a job in order to break out of the cycle of welfare dependency.

Priority C

7. A study of the relationships between family background and work attitudes.

This study will examine the family background of young, disadvantaged males affects their work and family commitments, e.g., whether males from female-dominated households have less of a commitment than those from male-dominated households.

8. A study of the long-range effects of the WIN program on the life styles of WIN participants.

This study will involve a longitudinal survey of WIN participants to determine the program's psychological, sociological, economic, interpersonal, attitudinal, and related effects.

9. The impact of the WIN Program on the labor force participation of women.

This study will investigate the success and failure of the various components of the WIN program in increasing labor force participation of women. Such potential impediments to participation is the labor force posed by women. Such transportation problems, health, day care, family planning and dietary problems etc.will be investigated to determine how best the WIN program can be structured to increase female labor force participation.

ISSUE 3: TRANSITION OF WELFARE POPULATION TO PRODUCTIVE EMPLOYMENT

Priority A

1. A study of non-monetary incentives to work.

This study will identify and explore the effectiveness of various non-monetary incentives toward work and holding a job in the WIN program and determine how such incentives can be integrated into the program.

2. A study of prestige and status factors in WIN jobs.

This study will identify the prestige and status factors that are attractive to the hard-core unemployed, and recommend ways in which this information can be used to best advantage in the program.

3. A study of the social and economic value of the WIN participants' work efforts.

This project will involve exploratory study to determine how the value of such work effort should be estimated and the variables that should be considered. Recommendations as to such data can be used in negotiating the employers' contribution to the participants' wages, will be made.

4. Development of a test of job readiness.

This study will determine the most effective kind of standard interviews that can be developed to determine which applicants are job-ready as against those who need additional counseling, training, education, or orientation.

5. A study of successful WIN Placement.

This study will consist of an analysis of successful and unsuccessful placements to provide feedback for program and institutional changes.

6. An analysis of WIN Program Components.

This study will determine the value of the separate program components such as orientation, basic education, personal improvement, and self-sufficiency training. The question of the specific situation or condition under which such components should be administered will be explored.

7. A study of WIN participants' perceptions of jobs.

This study will explore the differences in job perception that exist among enrollees, the reality of those perceptions, and the participants' personal evaluation of their ability to perform the job successfully.

Priority B

8. Welfare recipients' views of meaningful work.

This study will determine what constitutes meaningful and acceptable work to welfare recipients, what the effects of unacceptable work are on individuals, and how the public and private sectors can create more meaningful work.

9. Effecting the transition from welfare to work.

This study will explore the conditions or combination of conditions, such as wages, type of work, industry, location, etc., at which work becomes more desirable than welfare.

10. A study of entry job requirements.

This study will determine the nature of the gap between entry job requirements and applicant qualifications as reflected by the actual needs of the job. Is the gap growing or narrowing? What needs to be done about the discrepancy and what are the most effective techniques for bridging the gaps?

11. What are the orientations towards work of the underemployed poor?

This study will explore the work orientations of the unemployed and underemployed poor to determine whether there are differing patterns of work orientation and whether certain patterns of orientation are congenial and others uncongenial to participation in the regular work force.

12. A study of the attitudes of welfare recipients toward the benefit system.

This study will explore the following questions: (A) Do long-term welfare recipients view the benefit system as necessary because they cannot find employment or because it is preferable to work? (B) Does the recipient's outlook with respect to the benefit system change systematically the longer he remains on welfare? (C) Does the outlook of the children of the long-term recipient reflect the viewpoint of the parent?

13. A study of the orientations of case workers to the poor.

This study will determine whether the differing orientations of case workers affect their approaches to day care. For example, does the psychoanalytical versus the sociological approach, the professionally trained versus the non-professionally trained, the team versus the non-team approach, affect the character and quality of service rendered?

14. A study of the effects of non-parental supervision.

This study will examine the effects on family stability of placing children under nonparental supervision during working hours. The effects on the child's attitude toward work also will be considered.

15. A study of the decisions reached by WIN Teams.

The study will probe the question of how valid the team judgment is and how efficient the team approach is in making plans and assignments for WIN participants.

16. A comparison of the team as individual approach in the WIN program.

This study will compare the relative success and failures of both the team and individual approaches to planning and placement. Criteria for measuring success will be developed to serve as a basis for deciding which is the most efficient and effective technique.

17. A Study of the WIN Team.

This study will seek to determine the best combination for the team in terms of planning a training program for and placing WIN enrollees.

Priority C

18. A study of the effects of the WIN program on the attitudes of enrollees.

This study will determine the relationships and attitudes toward welfare on the part of participants six, twelve, and eighteen months after placement.

ISSUE 4: PROBLEMS OF ATTITUDES, MOTIVATION, DISCRIMINATION

Priority B

1. The training of WIN supervisors.

This study will explore the various techniques in use for the training of supervisors to motivate them to work with the hard-core unemployed. Both the successful and unsuccessful techniques will be identified, and recommendations made for integrating such techniques into the program.

2. The WIN Program and the community.

This study will survey the effects of the WIN program on the community. How knowledgeable is the community? What are the community attitudes before and after the start of the program? What institutional changes occur in the community? These and related questions will be explored.

Priority C

3. A study of groups influences on WIN participants.

This study will examine the relative effects of different types of group influences on the attitudes and motivations of participants, e.g., buddy system, friendship group, small group from same neighborhood, and how this information can be used to best advantage in the program.

4. A study of attitudes of WIN enrollees.

This study will address itself to the question of whether the program is coercive or positively rewarding in terms of the attitudes and values characteristic of the WIN group.

ISSUE 5: ADMINISTRATIVE AND OPERATIONAL PROBLEMS

Priority A

1. A study of attidudes of WIN Personnel.

The attitudes of WIN program personnel towards minority persons, and the effects of such attitudes on program success or failure will be investigated.

2. Improving WIN Program components.

This study will determine the kinds of additional program components, beyond those specifically noted in the legislation, that should be devised in keeping with the Act's general purposes. What guidelines need to be made more flexible to achieve stated goals more effectively?

3. Matching WIN Program and trainee objectives.

What provisions assure-or should be added to assure that WIN trainees and objectives are compatible? Would trainee participation in evaluation and policy-making increase program effectiveness? What types of staff persons relate best in accomplishing training objectives?

Priority B

4. A study of the WIN decision making process.

The study will investigate the significant criteria used in arriving at the following decisions: (a) decision of welfare recipient to "volunteer" to submit to the referral process, or refuse to participate; (b) decision of welfare agency to refer or exempt potential participant; and (c) decision of Employment Service personnel regarding general employability and suitability for alternative programs.

5. Basic education in the WIN program.

This study will explore the kinds of basic education programs that are best for WIN recipients. The question of whether a program-oriented guideline for a basic education component be developed will also be considered.

6. The Work Incentive Program: Making adults economically independent.

Does the WIN program permit persons to move into the occupational world, and what are the social mechanisms and other significant factors affecting such movement? How effective is the WIN program for fostering individual and social change?

7. The effects of a lack of males in the WIN program.

This study will look into the question of whether the absence or presence of males in the predominently female program, is productive or counter-productive to the trainee's experience.

8. A study of jobs in the WIN program.

This study will determine whether jobs, for which training is being given are in areas of long-term growth or in declining areas of employment. The implications of the results will be discussed, and recommendations made for progress changes.

Priority C

9. A study of assessment techniques in the WIN program.

What are the various assessment techniques available to counselors for determining vocational goals and work-training assignments, e.g., work tryout, work sampling, testing, self-assessment, etc? Which techniques are most useful under what kinds of circumstances, and with what types of persons?

10. A study of measures of success in the WIN program.

This study will identify, describe and determine the relative applicability of various measures of program success, e.g., number and permanence of placements, reduction in welfare costs, increase in feeling of dignity and self-worth, changes in feeling of alienation, family morale and stability, reduction in delinquency, community attitudes, etc.

11. Optimum periods of training in the WIN program.

This study will determine how soon the training program

enables an enrollee to become self-sufficient. Those factors in the program and in the participants' personality and background that affect training time will be considered. Optimum training periods for different types of enrollees will be considered.

12. A study of those factors in the agencies sponsoring WIN that are most significant in accomplishing program objectives.

This study will consider various factors, such as type of administration, links with other agencies and groups, operating procedures, and related conditions, that make for success or lack of success in achieving program objectives.

ISSUE 6: ROLE OF THE PRIVATE SECTOR

Priority A

1. A study of social perceptions in the private sector.

This study will explore a number of questions as follows: (A) What do employers perceive as their social responsibilities with regard to welfare recipients? (B) What kinds of assistance (training, guidance, other services) do employers believe they need to help resolve their employment problems? (C) What changes in recruitment and job-restructuring have employers made to accomodate welfare recipients? (D) What lessons can be learned for the WIN program from successful and unsuccessful employers of welfare recipients?

Priority B

2. The effects of the WIN program on institutional practices.

This study will survey the effects of WIN on employer agencies, employer personnel practices, civil service modifications, union practices, manpower planning, etc. Recommendations for program modifications will be made to hasten the rate of such institutional changes.

Priority C

3. Involving the Private sector in WIN

This study will identify and explore the various alternatives available to increase the involvement of the private sector in the problem of job creation. How should such alternatives be implemented? What are the employer resistances, and what are the various strategies for overcoming such resistances?